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ABSTRACT

The Vocational Education Amendments of 1968 call for important changes of emphasis in American education. Specifically, the law requires that at least 15 percent of the basic Federal allotment to vocational education be used only for disadvantaged persons. In this context, a national workshop on vocational education for the disadvantaged was convened and resulted in this guide, which is intended to aid vocational educators in developing and conducting successful vocational education programs and services for the disadvantaged. The content of the guide is a refinement of papers presented at the national workshop and includes the following topics: Curriculum Development, Teaching the Disadvantaged, New Counseling Functions and Supportive Services, Working With Employers and Unions, Involving the Community, Towards An Instructional System, and Vocational Education--A Developmental Perspective. Selective vocational programs for disadvantaged students, excerpts from the legislation and a bibliography are appended. (CH)

ED035743

A guide to the development of vocational education programs and services for the disadvantaged

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THE NATIONAL COMMITTEE ON EMPLOYMENT OF YOUTH was organized in 1959, when it became clear that the increasing proportion of young people of employment age in the population would have the serious problems they are now experiencing in the labor market. NCEY is the only national, nongovernmental, nonprofit agency concentrating exclusively on the difficulties youth face in preparing for, finding, and adjusting to employment.

The agency assists local and national programs offering guidance and placement, training, work experience, and education. It helps them to develop and strengthen services and to devise new approaches. It monitors and influences policies and programs, and provides a forum for the discussion of issues related to youth and work. NCEY conducts studies, operates a clearinghouse for information, offers consultation, trains staff, issues publications and reports, conducts conferences, and operates demonstration programs.

NCEY is an operating division of the National Child Labor Committee, which was founded in 1904 to fight against the exploitation of children in industry and agriculture and for free, public education. In 1907 NCLC was granted a charter of incorporation by Congress. In 1963 the agency set up the National Committee on the Education of Migrant Children, a program which addresses itself to this most serious remaining segment of the child labor problem.

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A guide to the development of vocational education programs and services for the disadvantaged

Prepared by the

NATIONAL COMMITTEE ON EMPLOYMENT OF YOUTH

145 East 32nd Street, New York, N. Y. 10016

Under a grant from the U. S. OFFICE OF EDUCATION

Eli E. Cohen, *Project Director*

Selma Ehrenfeld, *Project Coordinator*

Louise Greene, *Assistant Project Coordinator*

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A GUIDE TO THE DEVELOPMENT OF VOCATIONAL EDUCATION PROGRAMS AND SERVICES FOR THE DISADVANTAGED

Table of Contents

Preface	4
How Do the 1968 Vocational Education Amendments Relate to the Disadvantaged?	5
Who Are the Disadvantaged?	6
Curriculum Development	8
Teaching the Disadvantaged	11
New Counseling Functions and Supportive Services	13
Working with Employers and Unions	16
Involving the Community	19
Towards an Instructional System	20
Vocational Education: A Developmental Perspective	21
Appendices: A. Selected Vocational Programs for Disadvantaged Students	23
B. Rules and Regulations	28
C. Bibliography	30

PREFACE

In enacting the Vocational Education Amendments of 1968, Congress expressed its clear intent that top priority go to the disadvantaged. To help implement this policy, the U.S. Office of Education invited the National Committee on Employment of Youth to conduct a NATIONAL WORKSHOP ON VOCATIONAL EDUCATION FOR THE DISADVANTAGED. The workshop was held in Atlantic City, New Jersey on March 12th through March 14th, 1969.

The purpose of the Workshop was to provide school administrators and vocational educators with practical information and guidance on how they might most effectively plan, organize and operate meaningful programs and services for disadvantaged youth and adults. For this purpose, papers were commissioned on Curriculum Development, Training and Supervising Teachers, Counseling and Supportive Services, Working with Employers and Unions, Involving the Community, and Planning and Organizing Vocational Education for the Disadvantaged. Analyses also were prepared on recent experiences in governmental manpower programs and Ford Foundation-funded projects. The papers were dicussed at the Workshop and, in April 1969, at a series of nine regional clinics.

We are grateful to the many people who contributed to the success of the Workshop. Several persons made contributions which were indispensable: Professor Martin Hamburger of New York University, who served as Senior Consultant and Workshop Summarizer; Mrs. Selma Ehrenfeld, Project Coordinator, who helped prepare this booklet; Mrs. Louise Greene, Assistant Project Coordinator; Miss Margaret Toner, Staff Assistant, and officials of the U.S. Office of Education, especially Dr. Grant Venn, Dr. Edwin L. Rumpf, Michael Russo, Barbara H. Kemp, Webster Tenney and Hal Young.

Paper writers included: Garth L. Mangum, of the University of Utah; Marvin J. Feldman, Program Officer of the Ford Foundation; Jerry Olson, Assistant Superintendent, Pittsburgh Public Schools; Mrs. Frances S. McDonough, of the Tennessee Manpower Development Training Program; Louis Ramundo, Michael R. Robinson and George R. Quarles of the Newark Manpower Training Skills Center, Newark, New Jersey; Richard Greenfield, of the New York City Board of Education; Joseph V. Tuma, of Wayne State University, Detroit, Michigan; Robert Schrank and Susan Stein, consultants to Ford Foundation; Dan DeWees, of the Human Resources Administration, New York City; Lester Wooten, of the New Jersey College of Medicine; Dr. Lawrence Reddick, Opportunities Industrialization Centers, Philadelphia, Pa.; and Dr. Cleveland L. Dennard, Washington Technical Insitute, Washington, D.C.

It is our sincere hope that this booklet will constructively aid vocational educators to develop and conduct successful vocational education programs and services for the disadvantaged.

ELI E. COHEN
Executive Secretary
National Committee on Employment of Youth

HOW DO THE 1968 VOCATIONAL EDUCATION AMENDMENTS RELATE TO THE DISADVANTAGED?

In enacting the Vocational Education Act of 1963, Congress redirected vocational educators to provide vocational education oriented to the needs of people instead of being aimed at rigid categories in a limited number of occupations.

The concept of the Act was twofold:

> (1) To change vocational education from training in selected occupational categories to helping to prepare all groups of the community for their place in the world of work.
>
> (2) To make vocational education more responsive to the urgent needs of persons with special difficulties preventing them from succeeding in a regular vocational program.

Thus, the 1963 Act recognized the important role vocational education should play for students having academic, socio-economic, or other handicaps, and made Federal funds available for these students with special needs. It also created an Advisory Council on Vocational Education to evaluate the administration of the legislation and its impact.

Although enrollment in vocational education programs for students with special needs has increased, the high rate of student drop-outs and youth unemployment reinforce the urgency of vocational education's role in meeting the special needs of this group. The Council, in its 1968 report, *The Bridge Between Man and His Work,* states that "the Act has fallen short of fulfilling its ... major purposes." It recommended that a substantial portion of vocational education funds be reserved for the "hard-to-reach" and the "hard-to-teach."

In 1968, Congress held hearings on the amendments to the Vocational Education Act of 1963. At the hearings which were held by the House of Representatives Committee on Education and Labor, one witness urged: "It is socially and economically sound that we give attention to the growing number of students who do not 'fit the system' or are 'failed' and leave school. We are well acquainted with recent events of social unrest. In part, this unrest is caused by the lack of vocational education that can encourage students to seek and hold a job. Education can help by doing something early in the educational life of a student so that he does not fall into the clutches of events that cause him to depart significantly from acceptable social goals."

The Congress was critical of the practices of vocational education, some of which were built into the legislation, which rejected students with low levels of motivation and poor preparation, even though vocational education can potentially cope well with such problems. Many disadvantaged students come from families whose members are weak in verbal skills. Vocational education places an emphasis on performance which offers a more effective method for learning to read and write.

In the 1968 Vocational Education Amendments, Congress indicated its clear intent that top priority go to the disadvantaged. Instead of being permissive, the law requires that at least 15% of the basic Federal allotment shall be used only for those persons.

In the Rules and Regulations for the 1968 Amendments (see Appendix B), the term "disadvantaged persons" is defined as "persons who have academic, socio-economic, cultural, or other handicaps that prevent them from succeeding in vocational education or consumer and homemaking programs designed for persons without such handicaps." All persons from ethnic minority groups or residing in certain geographical locations are not automatically "disadvantaged." Many students from this background will succeed in the regular programs.

Consideration is made for the individual needs of each student to prevent tracking them into lower level vocational education and to prevent any stigma from being attached to the student because of his special needs.

Educational services required to enable disadvantaged persons to benefit from vocational education programs may take the form of modifications of such programs or of supplementary special education services. Federal funds available for vocational education may only be used to pay that part of such additional cost of the program modifications or supplementary special education services as is reasonably attributable to disadvantaged persons.

The 1968 Amendments state that vocational education programs and services for disadvantaged persons

shall be planned, developed, established, administered and evaluated by State boards and local education agencies in consultation with State advisory councils, which shall include representatives of the disadvantaged. Congress also mandated cooperation with other public or private agencies, organizations and institutions having responsibilty for the education of disadvantaged persons in the area or community served by such programs or services, such as community agencies, vocational rehabilitation agencies, special educational departments of State and local educational agencies, and other agencies, organizations, and institutions, public or private, concerned with the problems of such persons.

The Vocational Education Amendments of 1968 call for important changes of emphasis in American education. The educational experience should be devoid of the artificial barriers between academic, general, and vocational curricula and be flexible for each individual. The legislation provides the opportunity for State and local educators to tailor their programs to the needs of people. But the intent of the 1968 Amendments might very well be subverted if the special funds for the disadvantaged are used largely for students presently enrolled in vocational education courses who do not have special needs. The opportunity must be seized to enroll persons new to vocational education, such as those living in poverty or those hitherto excluded because of race or other unjustifiable reasons. Consistent also with the intent of Congress is the need to select occupations for training the disadvantaged that provide genuine opportunities for employment and advancement rather than menial and dead-end jobs.

WHO ARE THE DISADVANTAGED?

According to the Rules and Regulations of the Bureau of Adult, Vocational and Library Programs, Division of Vocational and Technical Education, U.S. Office of Education, the term, disadvantaged, "includes persons whose needs for such programs or services result from poverty, neglect, delinquency or cultural or linguistic isolation from the community at large, but does not include physically or mentally handicapped persons . . . unless such persons also suffer from the handicaps described in this paragraph."

Most of the population today considered disadvantaged are the minority groups–Negroes, Puerto Ricans, Mexican-Americans, Indians, Cuban refugees, Appalachian whites and the nation's poor migrant laborers. Although it is difficult to make accurate generalizations about such diverse groups, it is possible to consider their common experience and background and how these factors affect them in their educational setting.

The disadvantaged are concentrated in the central city slums or the rural depressed areas, where the quality of the schools and the academic achievement of the pupils tend to be below the national average. They have low family incomes and their parents have low educational attainment. In their homes books often are not available and reading is not encouraged. They have difficulty succeeding in conventional school settings and frequently are disillusioned and frustrated by the school system. "Slow learners" in the classroom, they often do not qualify and probably would not be successful under traditional vocational school standards. They have low-level reading ability, limited formal vocabulary, poor speech construction and diction and relative slowness in performing intellectual or verbal tasks. Considered misfits or disrupters, they exhibit hostility and unruliness, or passivity and apathy. Psychologically, they drop out of school two or three years before they drop out physically. Their experience in school has led many to consider themselves as failures when in fact the schools and teachers have failed them by not gearing the educational program to their needs. Nor have the schools succeeded in preparing them for work.

Their work history has been characterized either by unemployment or by employment in menial and dead-end jobs. Many have had no opportunity to consider a vocational goal. In some rural families, careers are not encouraged for fear the youth might leave home, or the need for income leads to early school-leaving for a job. The limited employment experience of parents renders them incapable of helping their children make occupational choices. Although they may want training with a definite promise of a job, they resist because they doubt the genuineness of the opportunity or because they fear their lack of experience will embarass them. Their experience in the world of work and its values has been a negative one.

A study of several hundred Neighborhood Youth Corps applicants in New York City indicated that "the Negro job applicant from the ghetto is much less committed to work as a source of intrinsic satisfaction . . . than is the middle-class high school student or college student. He is more likely to see work as a minimal means of surviving than as something of intrinsic interest or value." The typical disadvantaged student has no idea that he is permitted to derive satisfaction from his work experience. A large proportion have been offered only tedious and demeaning jobs so that they have come to feel that work holds no value in itself.

The disadvantaged come from substandard housing and broken homes in which there is hunger, malnutrition, unpaid debts, alcoholism or drug addiction. Their overcrowded home conditions do not permit privacy or personal development. Their struggle to live on a low income becomes a matter of survival in which long range planning is discarded for immediate gain. They tend to stay within their immediate environment and thus remain unfamiliar with areas outside their neighborhood. Fearful of the unknown, they need help in getting to appointments in other sections of the city. Their style of living, language, dress and humor is different from that of the middle class. They suffer from poor health and poor health habits. Their funds are too limited to allow them to provide a variety of nutritious foods, and they do not always know what constitutes a proper diet. They have restricted time horizons and often do not have clocks or watches at home. They do not believe most promises made to them, for they have experienced continued disappointment. Many have a profound rage for the way "the system" or "the establishment" has, in their view, abused them. Discrimination and segregation have often resulted in feelings of humiliation, inferiority, self-doubt and self-hatred.

The disadvantaged are thus caught up in a complex interaction of problems in the areas of family and community, health, housing, education, transportation and the law, all of which tend to produce varying degrees of immobility. Their ability to learn is hampered by living and school conditions. The opportunities available to them are limited. They are isolated from the dominant cultural influences and in most cases lack the political power or community cohesiveness to articulate and implement their needs. In this sense, their deficiencies can be viewed as the cumulative effect of environmental factors that have victimized them and impaired their development.

The evidence, however, seems to suggest that in their yearnings, ambitions and potential, they are not appreciably different from other people. Basically, they want what all of society wants but are frustrated in attaining it. The untapped intelligence, capacities, and creativity among disadvantaged youth and adults can be compared favorably with more advantaged groups. Community action programs, for example, have made visible a whole group coming from the disadvantaged community who, given the vehicle and the smallest degree of direction and hope, have shown extraordinary talent for leadership. Special education programs in the high schools and colleges have yielded gratifying results, indicating that the disadvantaged are far from unmotivated, untrainable or uneducable.

The challenge to vocational education is to identify the special needs and develop the unused talents of this group. They will need support and encouragement, early success experiences, and help in developing the skills to cope with frustration. This booklet discusses some of the elements necessary to accomplish this: new types of programs and teaching materials and techniques; training teachers and administrators; providing new kinds of counseling and supportive services; relations with employers and unions; and involvement with the community.

A successful program will reach out to recruit the disillusioned or poorly educated and will offset the debilitating effects of deficient home and neighborhood environment.

CURRICULUM DEVELOPMENT

Curriculum adaptation for the disadvantaged student with inadequately developed verbal skills requires emphasis on the concrete rather than the abstract, on usage and application instead of theory, rules and formulas. To succeed with the disadvantaged, the curriculum must be person-oriented as well as craft or trade-oriented, with strong emphasis on behavioral objectives, and with stress on understanding the individual after an in-depth study of his needs. Through analysis of the student's interests, personal characteristics, and abilities, the instructor can assist each in working to his fullest potential and toward the kind of employment for which he is best suited. When the instructor encourages varied emphasis for individual students, he changes and adapts the curriculum. What is needed is a curriculum for each student, beginning with a basic course of study and changing and adapting it to the individual needs of each enrollee .

The disadvantaged student—or any student for that matter—will progress in direct ratio to the kind and quality of instruction he receives. This involves preparing special training guides and course outlines for the teachers. It also involves in-service training of teachers to improve understanding of student problems, to increase skill in instructional procedures and to show teachers the kind of curriculum adaptation and variations that are imperative in teaching the disadvantaged. The good teacher uses his intelligence and innovative ability to relate the required course content to the trade and the world of the trainee.

Tennessee Manpower Development Training Program

In the Tennessee Manpower Development Training Program, an important type of curriculum adaptation is the intelligent use of exit points from a training course. For example, in training for office occupations such as receptionists, typists, file clerks, stenographers, bookkeepers, and key punch operators, it is not necessary for one trainee to develop skills in all these areas. It makes better sense to train the student to acquire usable skills in one or two areas only before seeking employment. Additional skills can be mastered later when the student is ready for subsequent training. If one examines each occupational training program carefully, many exit points, or job variations, come to mind. For example, in Automobile Mechanics program, a few trainees may develop into carburetor, brake or transmission specialists. Others may find their talents best suited to alignment problems. A few trainees, on the other hand, never develop enough skill to become entry-level mechanics. These students can be guided toward parts department jobs where a background in auto mechanic's training is both helpful and necessary.

The choice of training for the individual disadvantaged student is another adaptation. The slow learner who gets along with people better than anyone in the class, for example, could be trained to be a first rate receptionist. The trainee who can scarcely spell "cat" could nevertheless become an excellent copy typist for which there is a great demand. Probably neither could develop proficiency in shorthand yet they can be assured satisfactory careers by building on their strengths.

For the disadvantaged student who is weak in basic academic subjects, remediation must be applied within the context of the particular occupation. In basic math, for example, the waitress needs to add the diner's tab and learn to make change, or the cook trainee needs to apportion recipe quantities. In this way the instructor adapts his curriculum to the trade as well as to the needs of the students.

Any basic vocational curriculum for the disadvantaged needs to be broadened to include employability training and orientation to the world of work, either through cooperative work programs or through experiences planned to acquaint the student with jobs, people, and the community. In addition, the curriculum should be so planned as to accustom him to a personal growth pattern he can follow throughout life.

The 1968 Amendments placed additional emphasis on remedial vocational and academic instruction and on guidance and counseling to include services which facilitate job choices and job placement. Certainly it is not possible to say that only the counselor shall advise and counsel, that only the occupational teacher shall teach shop, and that only the basic-remedial instructor shall teach math and communications. All must coordinate their efforts, so that vocational education becomes a meld of occupation training, basic-remedial education, and guidance and counseling services, to make students employable.

Newark Manpower Training Skills Center

At the Newark Manpower Training Skills Center, in Newark, New Jersey, as is common in most skills centers, a typical trainee has not succeeded in the world of learning and subsequently has failed in the world of work—or has attained such limited success that he feels that he has failed. He is generally in his twenties, reads at an elementary grade level, and is not financially independent. His poor self image contributes immeasurably to psychological barriers to learning.

Too often it is assumed that individuals can learn through strictly verbal means from the start of their

training. The substitution of non-verbal cues for the verbal while the individual is improving his reading and the use of non-verbal cues to elicit responses in verbal terms are the vital steps in learning for such persons.

Briefly, the process contains three levels:

1. Using the non-verbal materials permits immediate success in the acquisition of knowledge for trainees unable to cope with verbal cues such as text and reference materials.
2. Verbal responses for the non-verbal cues are then used concurrently. This might be considered pattern formation, where the trainee starts to associate the verbal with the non-verbal.
3. After the pattern has been learned, the trainee then elicits the verbal response identified with the non-verbal cue, thus not only deriving knowledge of the topic, but concomitantly strengthening verbal ability.

In the Skills Center's program for Licensed Practical Nurses, the trainees had serious reading defects. Many could not derive knowledge from the printed page on any level. In addition, certain nursing material also had to be presented as outlined by state board policy. This meant that while the trainees were learning to improve their verbal skills they would also have to explore areas of anatomy and physiology, to understand the location and parts of the body and to label, describe and identify the written symbols associated with those items. Without a high level of verbal ability on the part of the trainees the task can not be accomplished by traditional means.

To deal with this, models of parts of the body and circulatory and nervous systems were introduced to the trainees. These three-dimensional, scale or full size models, had no labels as to the location or identification of parts. This permitted the instructor to describe and discuss the workings and functions in conceptual terms, unhampered by the concern for trying to memorize parts before the whole was understood. In groups, the trainees could discuss these same functions and thus elicit the oral forms of the verbal symbols without having been confronted by the symbol.

The second step in the learning process was implemented by using charts and overlay transparencies that allowed the instructor to show the verbal symbol (name of the part) with the graphic depiction of it. Indelible chalkboard drawings were used to develop systems step by step in terms of their parts and associated names.

The final process was to have the trainees label drawings duplicated by the spirit process as well as the chalkboard drawings so they could supply the verbal symbols for the non-verbal cues. Variations and combinations of systems were shown so that through repeated drill the trainees could respond in a favorable fashion.

Instructional Techniques and Materials

As a technique to teach Licensed Practical Nurse trainees to read a thermometer, a five foot plus model of a thermometer with a moveable mercury column was constructed. Using this model the instructor was able to point out the sequence and meaning of the lines and then using it as a working model he could test the group or individual on their ability to read a thermometer. Charts of a thermometer and its markings were duplicated and the trainees filled in the mercury column for the temperature stated by the instructor. Once it was evident that the trainee understood the process, she was confronted with the real thermometer, and success in reading temperatures resulted.

Teaching the use of a hypodermic syringe and allied devices presented similar problems. At the Newark Skills Center, procedures related to this area of instruction are shown to a group using closed circuit television. The trainees can see, on large monitors, the syringe that is being used by the instructor and can compare what they are doing with the actual instrument in their possession to the greatly enlarged version on the screen of the monitor. Worksheets are used for evaluation and verbal drill that aids in the reading process.

Role playing, video-taped and re-run, helps trainees observe the manner they conveyed in caring for the pseudo-patient. It was found, though, that great care must be taken when this technique is used, since the trainee might become seriously depressed if the tape shows an extremely poor performance. Any vocational area that deals with person-to-person relationships can exploit this technique to great lengths.

Commercially prepared television programs played a role in the Licensed Practical Nurse instruction. A series, "Return to Nursing," was shown on a New York educational station as a refresher course for the professional nurse who was returning to work after a few years. When trainees saw practices carried out that had been discussed in the classroom, much meaningful questioning took place as a result of the realistic frame of reference.

Closed circuit television is an ideal medium for the depiction of small processes, but less expensive substitute techniques can be devised such as a slide and tape program on how to tie springs made by the upholstery

instructor. In addition to presenting the material for the first time to a group of trainees, this program has been helpful for review purposes and for those trainees who might have missed the original demonstration.

In another occupational area, clerical skills, the development of instructional "systems" has been prodigious. A Kee Type Trainer was installed in the medical secretary class. It has an illuminated keyboard chart visible to the class, but high enough to make it impossible to see the letter that is illuminated and the keyboard at the same time. The student types the letter seen on the board as it lights and, because he cannot anticipate the next letter, develops a rhythm identical to that incorporated by the training unit. Another system is a touch typing system which operates on the basic premise of multi-sensory appeal. Through metronomed verbal instruction (on audio tape) coordinated with a high illuminated keyboard, the trainee-typist is able to progress to an average of twenty words a minute within 60 hours of exposure.

The Newark Skills Center has experienced the enrollment of an increasing number of trainees who do not speak or understand English. Currently about thirty percent of the trainees are of non-English speaking origin. To cope with this serious barrier to training, a commerically prepared system entitled, English 900, was utilized. This system consists of a series of audio tapes, books and workbooks which take the trainee from beginning English to a mastery of nine hundred base sentences enabling him to communicate verbally well enough to cope with many of the occupations offered at the Center. The system is predicated on the audio-lingual approach. It incorporates a language laboratory using tape recorders, multiple jacks and earphones. As supplemental aids, mirrors and video images demonstrate the teacher's and the trainee's mouths as they form the sounds which, being alien to the native language of the trainees, are reproduced with demonstration and practice. Supplemental materials and devices include a training clock dial, calendars, phoentic charts, flash cards, pictures and objects. Each is used to drill, review or reinforce the learning initiated by the teachers of the English 900 series.

Often unused in the baking shop is the chalkboard or if used it is only for the group observance of recipes and mixes. An unusually imaginative instructor who experienced difficulty in showing the rhythm needed in cake decorating found that the chalkboard was an ideal surface to decorate with icing. Since all movements must be exaggerated due to the great size of the surface, the all important rhythmic motion was observed and ultimately duplicated by the fledgling cake decorators.

Without effective teacher organization and implementation, the materials used achieve little result. The teaching technique developed in the program of English for foreign language trainees is a concept of team teaching geared to the needs of the trainees. The Skills Center uses two instructors, one male, one female, both of whom are multi-lingual. They combine their efforts in the classroom, each pursuing those aspects of the program for which he or she is more capable. For example, one is excellent with the phonetic instruction; the other excels in the conduct of audio-lingual drills. They have collaborated in devising techniques which are mutually employed. The team teaching goes beyond this. One of the instructors, working with the vocational teacher, takes part in the shop class by aiding in the development of technical or related vocabulary. In this way, the trainee can pursue his occupational instruction from the outset, even though his language ability is severely limited.

The development of skills requires in many instances a departure from the traditional methods of textbook and lecture presentations for effective instruction of the disadvantaged. Training and attitude development require the maximum implementation of the most suitable materials and devices which should be so organized that they provide the most lucid presentation, adequate and varied drill, effective review and finally valid evaluation which can be made evident to the trainee. Such a program must never cease to expand and develop. Investigation of new materials and experimentation in the classes will maintain the vitality of the teaching and learning process.

Facilities

Areas both educational and non-educational that house the equipment for teaching skills should be so designed that beginning and advanced students are able to use the same facilities. They should be readily adaptable to future changes in technology, perhaps with fixed installations near the center of the space and perimeter areas free for expansion. Folding walls and partitions make it possible to shift from small to large groups and to different equipment and activities.

Laboratories may be equipped and used to meet needs in three distinct ways:

(1) *The Specifically Designed Laboratory* (a) may be utilized when space is available, (b) there is enough employment need to warrant it, (c) competencies needed by students also warrant it, and (d) facilities do not lend themselves to other uses. A Cosmetology Laboratory is a good example of a facility used for only one purpose.

(2) *Multiple Laboratory* (a) when it is better

for the student to rotate through a sequence of activities and (b) the courses provided by the school lend themselves to such use of space. A Business Education Laboratory where students are taught competencies in such areas as typing, office machine operation, data processing, and accounting techniques is a good example of such a facility.

(3) *Laboratory Conversion* (a) when the space must be used for teaching more than one skill and (b) specialized equipment can be stored and rolled in as needed. A Visual Communication Laboratory, which can include instructional areas in fine arts, commercial arts, drafting and photography to serve one, two, or possibly three different instructional needs and functions, is a good example of this kind of facility.

Innovations such as mobile demonstration facilities, housed in trailers and moved from school to school, may be particularly useful in rural areas.

TEACHING THE DISADVANTAGED

Ideally a teacher of the disadvantaged should have competence in his subject area, familiarity with modern methods of instruction and be able to communicate with his students. But understanding and the ability to relate are more significant, in dealing with the disadvantaged, than either knowledge of the subject or pedagogical training and teaching methods. Credentials, in fact, appear to be less important than commitment. In many out-of-school manpower programs, instructors lacking formal credentials but sensitive to the unique needs of the disadvantaged have proven especially effective.

Teachers of the disadvantaged, if they are to be successful, need to:

–Understand the unique personal, family, community, social and economic problems of this group.

–Minimize cultural and ethnic differences by avoiding conspicuous style of dress, inappropriate speech patterns, or condescending attitudes.

–Communicate with the disadvantaged by utilizing simple, direct vocabulary, without being patronizing; making genuine identification with the needs of the student; avoiding sarcastic, judgmental or moralistic tones; and taking a positive, optimistic and encouraging approach.

– Cooperate with teachers, counselors and other professionals in dealing with the reluctance, fears and ambivalences of the disadvantaged. The goal is to aid the student to gain confidence in his ability to learn, achieve, and experience success.

–Adjust teaching approaches to the style and rate of learning of the disadvantaged by using step-by-step targets, stressing the concrete and literal rather than the theoretical and abstract, and pacing his progress to the students' abilities while not underestimating their potential.

In short, the teacher should be a secure and mature personality, who is primarily "person-centered" and student-oriented, and able to earn the confidence of the student. Clearly, there is an extraordinary lack of this kind of individual. Sources of recruitment for the desired type of teacher could be graduates of the Peace Corps and VISTA.

Another important method for developing suitable teachers is through intensive staff development programs which, through in-service training (including sensitivity training), will upgrade the ability of teachers now on staff to do the job. School administrators in both in-service training and pre-service teacher training programs should provide an orientation which helps the instructor know about the students with whom he will be working. Each state should establish a special center to provide training for teachers of the disadvantaged and perhaps conduct summer clinics for continuing training.

In-Service Training

The following are a suggested series of workshops combined with field experience to provide pre-service and in-service training for teachers of the disadvantaged.*

A pre-service orientation workshop has as it primary functions to introduce, sensitize, and orient the teacher to the culture of the disadvantaged and to provide a self-exploratory experience in terms of personal reactions. To achieve this general objective a

* From Tuckman and O'Brian, *Preparing To Teach The Disadvantaged,* The Free Press, New York City, 1969.

combination of practical experiences conducted in the environment of the disadvantaged along with opportunity for reading, listening to records, and viewing films and plays are incorporated in the plans for the orientation workshop. Opportunity is provided for the teachers to meet in small groups, under the direction of a workshop supervisor, to discuss their experiences, emotions, and attitudes that will grow out of the workshop activities.

Among the objectives are: breaking down sterotypic thinking about the disadvantaged; developing an appreciation of the variety of life among the disadvantaged; developing an appreciation of the resourcefulness of the disadvantaged; understanding the cultural gap between the middle class and the disadvantaged and narrowing the cultural gap between the teacher and the disadvantaged; and gaining background experience upon which appropriate learning methods can be developed.

Field experience provides an opportunity to observe and participate in a variety of professional settings involving disadvantaged populations. The teacher is placed in public and private organizations and agencies having responsibility for employment, community service, and welfare. The process of professional intervention and its effects upon minority group problems are also studied. Through such experiences the teacher can become aware of the variety and magnitude of the problems of the disadvantaged and the effects of professional intervention. Objectives:

1. To provide a knowledge and awareness of the helping agencies that exist, their philosophies, techniques, and their success or lack of it.
2. To provide an understanding of how the disadvantaged get jobs and the effects on them of their failure to get jobs.
3. To provide an understanding of community action programs and processess.
4. To provide an understanding of programs available and supported at different levels by federal, state, and local governments (as well as private institutions and volunteer groups), and the interactions and opportunities fostered by these sources.
5. To provide the teacher an opportunity to apply and validate the concepts acquired.
6. To provide a setting in which the teacher will be able to learn something about himself when confronted with the problems of the disadvantaged and as related to the notion of the helping hand.
7. To develop knowledge of the processes used to interview and place people into semiskilled and unskilled (entry level) jobs.
8. To gain insight into the needs of industry, the kinds of jobs available for those with limited skills, the training, education, and personality traits needed by those employed in such jobs.
9. To gain knowledge of the various private and public programs available to help the disadvantaged.

An Urban Society In-Service Workshop deals with urban social organization, stratification, and change; the organizational context of work and industry; the culture of youth; racism, racial conflict, and tension; deviancy and conformity; and the social system of community life.

The assumption is that the quality of instruction, as well as other pertinent goals, can be increased or attained by providing teachers with systematic knowledge and appreciation of the realities of the American societal system. Teachers of adolescents and young adults, in particular, must be made aware of the practices and the system of contemporary American societal life. Objectives:

1. To determine the ways that the members of American society really behave.
2. To determine the ideologies, goals, and values (actual and professed) that members of American society hold.
3. To determine the main social structures into which members of American society organize themselves, the nature of the connections between such structures, and the consequences of such structures.
4. To determine the principal agents, agencies, and channels of change that exist among members of American society.
5. To determine the persistent and recurrent problems or failures of American society.
6. To identify models or patterns of deviance and conformity observed among members of American society.

A workshop in learning, development, and measurement should provide an introduction to the basic theories and concepts of the psychology of learning, human development, and educational tests, measurement, and evaluation, along with the application of these basic theories and concepts to existing learning problems prevalent among disadvantaged youth.

In order to teach disadvantaged youth, one must understand their basic learning problems. Such problems stem from learning experiences and particular aspects of development which are common in a disadvantaged environment; furthermore, these problems have definite

implications for testing and measurement with this population. To understand the particular learning problems of disadvantaged youth, teachers have a need to know the basic concepts of learning, development, and measurement which help to understand the dynamics of a specific population.

Another in-service workshop is designed to provide the educational framework in which the previous psychological, sociological, and behavioral experiences are brought into the context of the school program and the individual laboratory. This embraces selected educational processes such as teaching methodology, program development, curriculum development, and evaluation with special emphasis on the teaching of the disadvantaged youth. It is an integrating experience in teacher education that draws upon the disciplines of psychology, sociology, anthropology, economics, and educational pedagogy for its content, basic educational procedures, and organizational structure. This integration is achieved in the processes used in the conduct of the class.

By establishing a background for the teachers of the disadvantaged in the ordering of and planning for educational experiences, it provides for maximum effectiveness in teaching and programming for the student. The objectives are:

1. To broaden the teacher's understanding in the area of curriculum development, program planning and execution.
2. To enable the teacher to use effectively a number of different methods of teaching appropriate for students of varying backgrounds and abilities.
3. To enable the teacher to use a wide range of instructional media appropriate for the teaching of the disadvantaged.
4. To enable the teacher to design learning experiences for a wide range of student abilities as well as social differences.
5. To enable the teacher to use effectively a number of evaluation and measurement techniques in appraising educational progress.

Paraprofessionals

School administrators would be well advised to consider the employment of paraprofessionals, recruited from the disadvantaged population, to assist classroom teachers. Coming out of the identical background, paraprofessionals can serve as an effective bridge between the disadvantaged students and the teachers and school administration. They also represent a source of future teachers, given the opportunity and encouragement to prepare themselves for teaching careers.

NEW COUNSELING FUNCTIONS AND SUPPORTIVE SERVICES

The adequacy and relevance of traditional counseling for the disadvantaged is increasingly being questioned. Disadvantaged youth seek help that is real and immediate, that deals with the "here and now." Long range vocational planning or an intensive therapy stance are inappropriate, at least in the early stages of the relationship between the counselor and the youth.

The counselor needs to take on a new role. He has to provide direct practical help on everyday problems, such as conflict with teachers, attending to a health need or family crisis, obtaining emergency funds, etc. Even more than that, the counselor functions as an agent, an ombudsman or an advocate who helps the youth cope with the educational system and tolerate the impersonality of institutional programs, while working toward a job objective. Thus the counselor makes the program accessible to the youth by mediating between the two. He reduces the resistance on the part of the youth to the demand for behavioral change implicit in the program design. Finally, he feeds to the staff the youth's perceptions of what is happening, which may be causing resistance to change.

It is through a developing relationship with the counselor that the student explores his need to change his behavior. For example, a young girl might feel free to discuss her difficulty with reading. The counselor begins by focusing on her previous attempts to overcome this deficiency. Commenting, "You must have spent a lot of effort in covering up your difficulty in reading," can lead to a discussion of all the tricks, dodges, and defenses she used to get by. The counselor then agrees that learning to read at the girl's stage of life is a difficult task but a better option than avoiding situations that call for reading. He then moves her into a remedial reading program. This is an example of the counselor's making the program accessible to what the young person wants to accomplish. Later in his work with the girl he might discover that she has stopped going to the remedial

program. In her discussions with him he learns that she is embarrassed because of the great amount of oral reading required by an inexperienced remedial teacher. The counselor feeds this information to the teacher so that she can modify her approach. He can also explore with the girl appropriate ways of handling this situation. Possibly he would also assign the girl to a tutor. The aim of the action is to encourage the youth to continue in her efforts to improve her reading.

The initial goal of the counselor is to become the involved agent of the youth within the education system, but the counselor has to earn the right to counsel him. Little effective counseling can take place unless the counselor is perceived as a helping person. Having experienced repeated disappointment and failure, the disadvantaged are suspicious of the counselor until he can deliver on his promises. The counselor's approach therefore must be simple and straightforward. He should be saying: "Here is the program; how can it help you in achieving your goals?"

The coping devices of disadvantaged youths are generally sufficiently developed to present a hazard to any counselor—the hazard of blocked communication. These youths have their own preconceptions of what a counselor expects of them. For example, if they are coming in for a service such as a "part-time job," they will be sensitive to the cues thrown out to them by the counseling staff on the role they have to play to get the service, for it is probably safe to say that few young people come in to be counseled as such. The unspoken question in a youth's mind might be, "What do I have to do to get the job?" If a counselors's pet theory is that minority youths are disadvantaged by racial prejudice, he will probably hear from the youth some instances of injustice to which he has been subjected. If a counselor is strongly oriented to personal-social counseling, he will probably evoke from the young person some details about his intolerable home situation. If a counselor holds that formal schooling or training is the only key to success, he will probably hear the youth say he wants desperately to remain in school.

The Counselor's Approach

The counselor should avoid a formal, clinical approach. Generally his office door should remain open. There should be a noise level in the background—possibly a radio playing softly. There should be an air of purposeful activity in the office. The counselor should try to see himself through the eyes of those he wishes to serve—what will "turn them on"? It is generally a good idea for the counselor to walk out and greet the youth in the reception area rather than have someone bring him in. If it is appropriate, they can walk around the school and look at the various rooms and activities. This gives the counselor a chance to describe in simple terms what is done. By the time they return to the desk they have already shared an experience about which the youth may have questions. What is strongly urged here is the avoidance of traditional institutional approaches.

Counselors often complain about their inability to engage in "real counseling" with a disadvantaged population. Attempts to move into sensitive areas early in the relationship are often met with silence or hostility. Some otherwise well-prepared counselors fall back on such excuses as "the kids are not verbal—they're too apathetic . . . the structure of the program doesn't allow counseling."

A practice which can reduce the resistance to learning caused by a history of school failure is a three-way interview between the youth, his counselor and a teacher. If the youth needs remedial instruction in reading, the counselor can help him discuss his past difficulties with his English teacher. The teacher can describe how other youths have handled this problem in his classroom. A kind of contractual relationship can come out this which meets the youth's need for structure, limits and clearly stated objectives. This should initiate a longer-term process of self-evaluation.

Testing

Disadvantaged youth resist testing and often use it as a rationalization for dropping out of a training program. For testing not to be too threatening and to be effective, it should be done at points where decisions need to be made and around specific questions. A uniform testing program that assumes options that do not exist should be avoided. There is no testing program specifically and entirely suitable to disadvantaged youth, but if the usefulness of a particular test can be demonstrated to the youth, in terms he can accept as useful, resistance can be overcome.

Group Counseling

Disadvantaged youth lack the opportunities of the more advantaged for exposure to the world of work and other experiences that are important in selecting and preparing for an occupation. Group counseling can be helpful in compensating for this lack by providing group sessions that expose disadvantaged youngsters to a variety of occupations and options for entering them.

In moving from one phase of the vocational educa-

tion program to another, the youth has a critical need for support and encouragement during the period of adjustment to the new situation. Not to provide counseling at such a time will accelerate his tendency to respond to initial failure by withdrawing from the situation causing discomfort. Crisis counseling in time of need is most effective and should be an integral part of a counseling program.

Supportive Services

For training and counseling to be successful, the counselor should have access to a wide array of supportive services for his counselees to offset the accumulated deprivation of the disadvantaged. He will need to locate in the community an array of resources upon which he can draw. Supportive services that can often make the difference between success and failure for the counselor include:

–Medical and dental examinations and treatment to correct the high incidence of such defects among the disadvantaged.
–Case work and psychiatric services.
–Day-care or baby sitters for the young children of female students.
–Legal services for dealing with police and related problems.
–Transportation facilities (public buses or private cars) to get to distant or inaccessible classrooms or jobs.
–Loan funds for work-related emergencies, such as fares or lunch money or the purchase of work clothes and tools.
–Welfare support and services.

An urgent counseling skill is the ability to make a proper referral to these supportive services. In many cases the youth looks upon referrals as "passing the buck." It is likely that this has been an accurate appraisal of past referrals he has experienced. At some time the youth probably went to a service which promised to do something for him. After a series of talks a fellow wrote something on a piece of paper and told him to report somewhere else. When he arrived, there was no one who seemed to know anything about who he was or why he had come. At this point, he gave up and returned home. This could have happened within the school system, the employment service, the health center, or the welfare center.

"Buck passing" is an institutional disease that afflicts most agencies serving the disadvantaged. This does not mean, of course, that counselors should not refer. It means that, before referring, they should:

–Prepare the student.
–Prepare the receiving agency.
–Be exacting in follow-up.
–Hold the receiving agency accountable for its performance.
–Encourage the trainee to return to discuss the results of the referral.

Preparing the youth for a referral should be as simple and unambiguous as possible. If a counselor has little idea of the student's perceptions, he hasn't done his job. Every opportunity to encourage him to say how he feels about the referral should be given. Included in any preparation for referral is the expressed desire on the part of the counselor to learn what took place. Therefore the youth is given a time to return or to call as soon after the referral as possible. The receiving agency can be prepared by a brief letter, which can be hand delivered by the youth or sent before his scheduled time.

Agencies must be held accountable for their treatment of youth referred. If an inquiry reveals that the promised service was not forthcoming, it is the counselor's responsiblity to get redress for the youth. Since many agencies depend on referrals, a feedback of the incident in question will usually get results. The likelihood is that even if the agency in question is poorly run, referrals from then on will get better services than others because the staff members were held professionally accountable for their performance. Finally, over a period of time, the feedback from the youth adds up to an accurate picture of the variety and availability of services in the community.

Counseling Staff

An additional factor in successfully implementing programs for the disadvantaged is the selection of staff. Counseling staff particularly should have a generally optimistic view of life's possibilities, high energy, and be committed to serve.

An issue confronting many schools serving a disadvantaged minority population is: can a staff consisting of one ethnic group develop an effective counseling program for another? For example, a well trained, committed white counselor may successfully help most black youths but the lack of sensitivity implicit in having an all-white staff would create considerable hostility. The same principle would be applicable to other ethnic or minority groups. Some schools have begun to use paraprofessionals to compensate for the lack of available minority professional staff. Possibly the use of the New Careers model with a career ladder having such categories as counselor aide, counselor associate, and assistant

counselor, with appropriate formal and on-the-job training requirements, could be a solution to the enormous need for counselors from minority populations. A danger to be avoided is the creation of an all-white professional staff and an all-minority paraprofessional staff.

The work of the counselor sensitizes him to the need for program flexibility and innovation. His problem may be to discover ways to feed back this information to the administration. This may involve him in newer concerns for school people—that of program development and job development. Youths would be better served if a portion of the counselor's time is spent in developing contacts among employers, community action workers, manpower specialists as well as his more traditional contacts, the college and technical school admission offices. He can document the need for short-term training programs for potential school leavers. He may also be required to help design such a program. His work with employers can be expanded from seeing them as resource people to helping them suggest minium skills necessary to assure entry-level jobs for nongraduates. He may be involved in designing evening programs so that he may service his students up to the age of 21.

In his contacts with the disadvantaged the counselor is in a position to observe conditions within the school which prevent the students from constructively utilizing counseling help in modifying their behavior and attitudes. In any effective program the counselor has the responsibility and the obligation to report these situations to his superiors and he should be able to influence school administrators to make needed changes. Counseling is doomed to failure if the counselor is impotent within the power structure of the school.

When the counselor feeds back to the staff the youth's perceptions of what is happening in the school and when he can feed back to the staff what is happening to the youth after placement, and when the counselor can confront the youth with the likely outcomes of his present behavior in training, we have a dynamic interaction that is not always smooth and not always pleasant. The accountability of the system to provide the best preparation it can, and the accountability of the youth for his behavior within the system leads to the kinds of tensions that are growth-producing for all.

WORKING WITH EMPLOYERS AND UNIONS

Vocational educators do not need to be reminded of the importance of maintaining effective relations with both employers and unions. They, more than any other group of educators, have a long tradition of working with industry and organized labor, and have cooperated with them in selecting occupations for training, devising curriculum, and making decisions about equipment needed in vocational programs. What must be accomplished, in addition, when working with the disadvantaged, is to secure some definite assurance from employers of a job at the end of training to counter-act the all too often proven suspicions of the disadvantaged that no job will be available when training is completed.

In the past this might have been a formidable task, but today interest in hiring the disadvantaged is at the highest point in the nation's history. There is an expanding manpower need and it is predicted that, by 1975, forty percent of the increase in the work force will come from minority workers. A sense of civic responsibility and concern over social unrest have motivated many employers to accelerate efforts to hire and train the poor and the disadvantaged. The formation of the Urban Coalition and the National Alliance of Businessmen is symptomatic of the accelerated interest.

Vocational educators should convince employers that cooperative arrangements with vocational education are a logical and profitable route to employing the disadvantaged. This means outlining the range of up-to-date training that can be done and detailing how it can be tailored to the needs of employers. Presentation of studies of successful vocational education programs is helpful in convincing employers of the potentials of industry-education cooperation. One approach would be to propose work-study programs as a way of orienting student employees while the employer is evaluating them. Employers also could be shown the possibilities for getting better community relations out of such programs and be urged to enlist the participation of other companies.

Equally vital is the cooperation of the unions involved since they represent a critical factor in the training

and hiring of the disadvantaged. To get their cooperation, unions need to be informed of the programs being developed with employers and even included in the initial planning. A study of industry-run training programs for the "hard-core," made by E.F. Shelley and Company, found that "in industries generally covered by collective bargaining agreements, the union was not even specifically informed in 51% of the programs surveyed." The Shelley study found that industries with the highest level of union participation were railroad equipment, aircraft manufacturing, steel, electrical equipment, air transportation, and metal working machinery. Frequently the unions agreed to extend the probationary period for hard core employees to six months, rather than the usual 30 to 60 days. This allowed the companies more time to train and evaluate new workers and often prevented unnecessary discharges. Other unions allowed the company to circumvent the probationary period by creating separate nonprofit companies for training only prior to formal employment.

Advisory Committees

Advisory committees have been used by vocational educators for a long time, with mixed results. Because they can be a useful model for achieving practical participation of industry in training the disadvantaged, it is recommended that special advisory committees be organized to focus exclusively on the training and hiring of disadvantaged students. The committees should consist of leaders in management and unions, who have authority, influence, and a commitment to the disadvantaged. To carry out the goal of creating job opportunities, the advisory committees should attempt to set quotas and obtain specific hiring commitments from individual companies. Individual members of advisory committees can be extremely helpful in gaining the cooperation of other employers.

Company Policy

Once a company agrees to employ disadvantaged persons, the first, and perhaps the most important, step in implementing that cooperation is for top management to issue a clearly stated and firm public commitment to hire and promote the disadvantaged. This statement should spell out, in unequivocal terms, the company's policy and the responsibilities of personnel involved in hiring, training and supervising disadvantaged employees.

A large utility company in a major Eastern city provides a good example of how this can be done. The General Manager decided not only to promulgate a nondiscriminatory policy, but to make it stick. His first step was to convene a series of meetings with the heads of the company's 12 major departments and with staff members who handled hiring, promotion and transfer. At each, he stressed the same points:

> –A non-discriminatory employment policy is morally right.
> –Such a policy makes sound social sense.
> –"I personally will see that your employment (with the company)–regardless of your years of employment–is terminated right now if I find in your conduct any signs of discrimination whatsoever."

While he had no illusions that his policy would change minds overnight, he simply said, "Leave your prejudices outside the company." He asked that each month he receive a report from each department noting the percentage of minority workers employed there. "Any glaring inequity brings a blunt order from the top to adjust things fast."

Planning Career Advancement

Employers need to be involved in planning vocational education programs from the onset. One way to get started on this planning might be to have industry and educational representatives change places for a period. Each would then see the training problems from the other's point of view. In that planning vocational educators can help employers develop promotional opportunities beyond the entry level for the disadvantaged.

The Department of Labor report, "Operation Retrieval: Disadvantaged Youth; Problems of Job Placement, Job Creation and Job Development," strongly supports career advancement:

> "The development of new jobs for disadvantaged must involve career development rather than merely job placement. The haste to create 'new jobs for the poor' frequently overlooks the fact that the poor, like the affluent, are not only interested in holding a job but also in what the job means in terms of opportunities for advancement. A created job should not be viewed as a slot to be filled but rather as a starting point in a job network."

Employers could be helped to plan career ladders within skill categories, that will enable employees to move up from an entry job. Such career planning could begin to change what appears to be a dangerous situation developing out of the new careers movement. Too often, new employees were promised advancement above the

first entry level jobs, from which there really was no escape. If the poor continue to be pushed into these permanent subcellar levels, the situation could be explosive. Already there are rumblings of discontent from the many minorities who are stymied in subcellar level jobs from which there is no way up, only a way out.

Changing Hiring Methods and Requirements

However, this undertaking involves still another activity for vocational educators. The recent experience of private industry and anti-poverty training has made clear that hiring the disadvantaged necessitates changes in selection methods and criteria. The E.F. Shelley study found that in considering the disadvantaged "most firms have relied heavily on the interviewers' ability to determine whether the applicant has a proper attitude. Of those companies responding, 88% consider attitude, and this subjective criterion appears to constitute a primary hiring determinant." Before becoming involved in minority hiring, most companies depended chiefly on testing which they have since eliminated or altered.

A ghetto-based IBM computer component assembly plant found traditional tests unsuited to the disadvantaged and instead based selection on a subjective evaluation of motivation and on a manual dexterity test.

Although requirements at Detroit auto-manufacturing companies remain unchanged, the companies have shown flexibility in changing hiring procedures. In some cases, they eliminated tests or conducted hiring interviews off company grounds. Federal Department Stores in Cleveland and Detroit hired employees who failed employment tests and yet they achieved great success.

The Philadelphia Gas Works also made such changes without lowering staff quality. The company has not experienced any higher rate of turn-over since it dispensed with tests in screening applicants. Turnover for the tested and nontested groups has been about the same; testing, according to a company executive, cannot predict turnover. Expense remains the same for Philadephia Gas Works, but it obtains employees it would not otherwise have.

In the past year, other traditional requirements have been modified or eliminated as a result of the drive to employ the disadvantaged. Today employers are hiring an increasing number of employees who have police records or who failed to complete high school.

The Department of Labor Report on Operation Retrieval points out that "a heavily unionized company and a company with an extensive division of labor offered more resistance to modifying entry requirements than other companies. Requirements that are codified in a union contract are particularly hard to change." Their findings indicated that job developers were most successful in changing requirements in union and non-union companies through gradual shifts over a period of time. In early stages, job developers filled job orders as best as possible and won the confidence of the employers which later enabled them to bring change. The vocational education staff should have a strong ally in advisory boards in making changes in selection criteria and methods.

In-Service Training

In-service training of the employer's supervisory personnel on the characteristics and needs of the disadvantaged is another way of assuring effective cooperation. Co-workers and supervisors should be aware of the new employees' initial unfamiliarity with work routine and the work related matters such as time clocks, coffee breaks, etc. They should be able to defer the hard-line application of traditional performance standards to the hard core. As the unions seem willing to postpone giving representation to new trainees, supervisors and co-workers should be prepared to make allowances in early periods of employment.

Adopting Schools

In a large mid-western city, a major corporation has "adopted" an inner-city high school. The corporation has stationed an employee full time in the school, helped plan curriculum, developed work-study and summer programs, equipped shops with modern equipment, furnished an electronic data processing installation and a 60 passenger school bus, and equipped a model employment center to give students experience in applying for jobs. This type of school-industry cooperation, although limited in its vocational choices, can serve as a model to be experimented with in other communities.

Employers are interested in filling specific needs in their plants and they are likely to look to the vocational schools to train the disadvantaged for a particular job. While this serves their purposes well, it often handicaps the student who graduates with a non-transferable skill. An important responsibility of vocational education would therefore be to work with management in developing skill training with a range of applications. This effort would better prepare both the disadvantaged and the traditional student for a labor market characterized by rapid technological change.

There is a danger that industry will only for look for immediate answers. Some employers will expect to get skilled workers trained for existing jobs. This conflicts with the intent of the vocational schools to train for broad careers on the basis of future manpower projections. Therefore, one of the responsibilities of the vocational educators is to work with industry in reorienting its thinking toward long-range manpower projections and creation of broad career jobs. Ironically, while the poor are often accused of being unable to delay gratification, in this case it seems that business is demanding immediate satisfaction with no thought to the future.

INVOLVING THE COMMUNITY

Charles V. Willie's article, "New Perspectives in School-Community Relations" in the *Journal of Negro Education* (Summer, 1968), states: "It is generally recognized that the local values and traditions which schools have transmitted to children are the values and traditions of some of the people–the dominant people of power–and not the values and traditions of all the people." Society is made up of dominant and sub-dominant groups and "harmonizing their conflicting interests is the major task in school-community relations now confronting the educational establishment in local communities throughout the nation."

In keeping with the changing times, educators, including vocational educators, need to relate to the rural and urban community in a new way. The orderly and cooperative PTA-type of relationship is being replaced by angry elements from Negro, Puerto Rican, Mexican-American and American Indian communities, demanding change, insisting on accountability in the school's performance and wanting community control. Other low income and undereducated persons are also concerned and starting to make their desires known to officialdom. To all of them, a great deal is at stake, for the schools represent the primary access to qualifying for good jobs. Vocational educators–as all educators–are no longer accountable only to the Board of Education; they must also be responsive to the groups they serve.

The disadvantaged place a huge burden on both school and non-school vocational education institutions in their preparation for employment. The lack of minority group-owned business or minority group control of any area of financial importance means that opportunities for these persons are largely restricted to employment rather than business ownership. The educational institutions are the major avenue to employment for the disadvantaged unemployed and underemployed. Yet technological change has weakened their position because they are less skilled and enjoy fewer opportunities in the job market. Grant Venn, Associate Commissioner of the U.S. Office of Education, summed up the dependence of the low income and ethnic minority communities on vocational education, in *Man, Education and Work*, when he wrote:

> "The new technology has removed the margin for education error. Historically the number and kind of jobs available for the undereducated permitted schools and colleges a 'margin of error' in planning educational opportunities. Today, however, the inability of a technological society to make full use of uneducated individuals narrows the margin to the point where the repercussions of each educational failure can be felt throughout the entire society."

There will be problems in working with the disadvantaged community. Communities are divided among themselves and do not represent a monolithic point of view. People tend to be suspicious and hostile. They will be reacting to their past experience of rejection or isolation. There will be recurring difficulties that will require patience and persistence to prove the school's sincerity. Nevertheless, vocational educators have no alternative but to recognize the legitimacy of the disadvantaged community's concerns and respond directly and positively. Such a response will entail offering the highest quality programs possible, comparable to those in schools in more advantaged communities, with respect to modern equipment, training in well-paid skills, leading to genuine employment opportunities.

Staff should also be of the highest quality available, free of prejudicial behavior and representing the disadvantaged as much as possible. It is generally accepted that an increase in such personnel is a crucial ingredient in improving the total educational effort. Role models from the students' own ethnic group provide incentives

of merit. But what is needed in addition is the inclusion of personnel in policy level positions who come out of the disadvantaged group or community. In-service and pre-service training sessions to better understand students from disadvantaged background should be instituted in all educational institutions.

Vocational educators should work with a variety of community groups, such as:

–Any community group which has devoted its continuous energies to school problems.
–Student organizations seeking a relationship with the administration of vocational education programs.
–Civil rights groups (CORE, Urban League, NAACP, LULAC, etc.) which can be helpful in identifying persons and groups within the community whose chief concerns are education.
–Professional and business groups in the disadvantaged community whose members are frequently interested in the role they can play in improving community-school relations.
–Parents, either singly or as a group.

To help maintain liaison with these groups, it is recommended that a community liaison person be employed by the school. He must not be a front man to be used only in time of crisis, but he should on a regular basis interpret the community's needs to the school and the school's programs to the community. Paraprofessionals coming out of the disadvantaged community who have talent and sensitivity in dealing with the community are well suited to perform this role.

The use of minority consultant firms should be encouraged for the purpose of advising schools on how to deal with the problems of the disadvantaged. In addition, their use and the employment of minority businessmen, such as contractors, will demonstrate to the community the sincerity of the school's desire to work with them.

Central to achieving good school-community relations is the necessity to maintain continuous communication. The school has a responsibility to keep the community informed of its goals, plans, activities, accomplishments. This can be disseminated through the usual media (newspapers, radio, television) or more directly through school communications or by the participation of school personnel in community meetings or activities. It must be stressed, however, that the most effective public relations program is no substitute for really good training programs.

The State Advisory Councils should be encouraged to hold meetings in the disadvantaged communities to give community people contact with the policy-makers. Local advisory committees should be established which are representative of all concerned interests.

Finally, respect for community opinion and a deeper identification with their problems are urgently needed to establish the climate for cooperation. Ethnic minority groups and other disadvantaged need to be involved in all aspects of vocational education programs and services. They need to be consulted in the organization and implementation of programs, to be included in national, state and local advisory councils, and to be involved in providing technical assistance, consultation and evaluation.

TOWARDS AN INSTRUCTIONAL SYSTEM

A systems approach–comprehensive and systematic–is a new way to deal with the many complex problems of education. It provides a mechanism by which educators can analyze educational problems, establish sound objectives and program priorities, and develop an organized and rational plan as a solution. It places emphasis on student need, program need, implementation, evaluation, feedback and revision. It is a scientific method for attacking the problems of vocational education for the disadvantaged.

For all students, emphasis is on adapting the academic and skills content of the program to the individual needs of the student. This program permits large numbers of students, including the disadvantaged, to be assimilated into a mainstream instructional program. This provides a total context within which "disadvantaged" is an individual determination. Each student is placed according to his talents, abilities and disabilities in that course of instruction that will best serve his individual development. The system employs a comprehensive approach in which academic instruction is interrelated with skill training. It builds in the kind of flexibility that enables a student to pursue a skill-centered course of study while gaining academic credits for post secondary education.

In the case of vocational education for the disadvantaged, the systems approach takes a total look at many

relevant factors, including:

–Occupational opportunities and employer requirements.
–Socio-economic needs of the disadvantaged student population and their occupational preferences.
–Available resources–dollars, personnel, and equipment.
–All program elements, such as student selection and recruitment, counseling, job development and placement, in addition to skill training and academic instruction.
–Costs of various alternatives.

A systems approach relates the several elements to each other in the light of the objective, which in this case is to extend and improve vocational education for the disadvantaged, providing the basis for the most effective and efficient program planning. Thus, long range systematic planning can replace the past history of "fire-fighting" periodic crises or the practice of ad hoc decisions made at many points without relating one to another.

The first step in designing a vocational education system is to determine the areas of work for which training will be given. Current and future employment opportunities are determined by studying labor market trends and the needs and requirements of employers, unions and government agencies. Advisory committees are also helpful in searching out this data. After the areas of work are selected, functional job analysis is employed to identify the knowledge and skills needed for entry-level employment. These areas of work are further analyzed to determine the common tasks in groups or families of occupations which may be clustered to provide common core or modular units of training. The end product is to define broad areas of work within which training can be offered and to identify "spin-off" or exit points at which students can leave formal training for part-time or full-time employment.

The above job analyses are useful in identifying the range and type of exploratory experiences students should receive before preparing themselves with specific competencies. They are also needed by planners to prepare cirruculum guides for use by teachers and teams of teachers.

The starting point in curriculum development is the determination of educational objectives, considering content analysis, student characteristics, societal goals and teaching methods. Goals are constructed and stated behaviorally to enable evaluation to be made from specific student-learning experiences. There follows, in order, design of objective measurements of performance and skills, determination of course content, and design of appropriate classroom and laboratory facilities. Next, teaching strategy is devised, including attitudes towards discipline, attendance and motivation, and instructional materials are produced. The final stage is the actual instruction by the teacher.

VOCATIONAL EDUCATION: A DEVELOPMENTAL PERSPECTIVE

For sixty years, vocational education has been confused with practical training required for a job and has been regarded as separate and distinct from "education." It has been considered a dull body of specific, technical facts and manipulative functions standing apart from humanistic studies, inherently inconsistent with the ideal of higher education. Young people without college ability or academic talent are usually the ones referred to vocational education.

Yet it is no longer possible to compartmentalize education into general, academic and vocational components. We know now that education in general is a crucial element in preparation for a successful working career at any level. With rising average educational attainment, more highly educated people are available, and employers have less need to accept the less educated. The educational skills of spoken and written communication, computation, analytical techniques, knowledge of society and one's role in it, and skill in human relations are as vital as the skills of particular occupations. If education is preparation for life, and if practically everyone's life and opportunities for self-expression and self-fulfillment include work, then only the successfully employable are successfully educated.

Rather than being a separate discipline within education, vocational education is a basic objective of all education and a basic element of each person's education. Vocational education's teaching techniques may offer as much in method as in substance. For many students, these techniques supply a core of academic and skill content which are more palatable and useful to disadvantaged students than either alone. The use of

tools, materials, and activities provide concrete non-verbal complements to the generally verbal performance standards of conventional education.

Learning through work experience or through education in the school's shops and laboratories is most applicable to those whose verbal experiences have been limited and whose time horizons have been shortened by expectation of failure. The processes of vocational education require the student's active participation, greatly enhance his motivation to learn, and help relate his educational experience to any number of adult roles. They key is to build a better means of integrating academic education, skill training, and work experience.

What is needed now is a developmental system of education. Such a system introduces in the elementary grades awareness of the relationships which exist between schooling and work. The *Technology for Children* project of the New Jersey State Department of Education, for example, introduces as early as kindergarten an exposure to the workings of the economy and the nature of occupations within it. Thus, the students gain a general understanding of economic realities and find all learning more relevant. In the main, the elementary school role is diagnostic and prescriptive. It provides whatever experiences a child may need to make learning real through a continuing examination of how man uses work for self-support, how major occupations employ knowledge, and how productivity is related to a variety of abilities. A major objective of elementary education is to discover the talents of each child and demonstrate their relationship to the work world.

In the middle school years, more intensive consideration of the relationships among school, work, individual abilities, and the opportunities and demands of various career fields provides awareness of how options in later life may be expanded or limited by performance and choice. Each child should be given an opportunity to see what adults who share his qualities do in society, what jobs they have, what goals they pursue. The middle school years are also the place for more intensive exploration of careers. Who am I going to be? What am I going to do? The school must help each student explore roles through simulated experiences related to his school studies and help mature his special talents and interests.

In the junior and senior high school, the curriculum should be coordinated to lend reality and a sense of purpose to education for all students, to equip them with marketable skills without foreclosing the prospect of continuing education after high school. At the post-secondary level, career preparation should continue but curricula also should be designed to enable students to advance to four-year college and university courses.

An illustration of how vocational education can function as both a teaching and a motivational device is the Pre-Technology program (also known as the "Richmond Plan" or the "Pre-Tech Program"), now widely used throughout the San Francisco Bay area. Its target population is the average, capable, but undermotivated student achieving below his ability. It demonstrates the effectiveness of a broad-gauged interdisciplinary academic approach, combined with a specific employment-oriented approach. Students are trained in a post-secondary technical institute, to be engineering technicians, for which there is high demand, while studying inter-related courses towards college credit.

Another interesting and successful program has been Project FEAST (Food, Education and Service Technology) which prepares students for commercial food and hospitality occupations. Though enrolling students of all ability levels, it has been especially effective and appropriate for those of less than average verbal ability. The disciplines drawn upon are home economics, science, English and mathematics. Close ties with the Hotel and Restaurant Foundation at San Francisco City College have assured both employment and further education opportunities to the students involved.

A developmental system from elementary through middle and secondary to post-secondary levels properly designed and implemented, offers rich content for the intellectually inclined, stimulation for the able but indifferent, and new doors to greater achievement for those whose abilities do not find expression in the conventional classroom.

APPENDIX A

SELECTED VOCATIONAL EDUCATION PROGRAMS FOR THE DISADVANTAGED

Under a contract with the U.S. Office of Education, Social, Education Research and Development, Inc. in the spring of 1968 undertook a study of vocational education programs for persons with special needs. The following excerpts have been taken from the SERD Report to the Office of Education. They are only highlights designed to give the basics of the programs and a concept of what services are necessary to operate a program for the disadvantaged.

Pittsburgh, Pennsylvania

In 1963 the city conducted a comprehensive vocational education survey and important findings were made. Only 28% of the graduates of the city school system were going on to college, yet more than 70% of the system's students were enrolled in either academic programs or in the so-called "general" program. The work patterns and demands of the metropolitan area had changed radically from those of a steel, transportation, and mining center to, increasingly, those of new industries with which existing vocational-technical training programs were inadequately articulated. Thus, 109 job titles important to the emerging economy of the local community were identified in the report. This list has since been expanded to 120 with the continued growth of the medical centers of the area.

At the time the vocational survey was undertaken, the city school system was operating five traditional vocational high schools. Course offerings were limited to 23 trades. Less than 13% of the students at the high school level were enrolled in these programs. The average age of the shop equipment was 37 years and no systematic review or up-grading of the vocational program had been made for nearly 20 years.

Early in 1964, the city school board began the implementation of the recommendations of the 1963 report. It provided for (1) the development of three central "core" curricula, represented by the occupational, vocational, and technical (OVT) combinations of academic and non-academic subject matter; (2) the undertaking of an orderly transition from the traditional vocational schools to comprehensive high schools with OVT offerings, usually limited to the eleventh and twelfth grades; and (3) the further development of technical level instruction to be given in the thirteenth and fourteenth grades.

Current with renewed interest in vocational education, other areas of the total school curriculum were being examined for the purpose of up-grading them. As a result of these efforts, a grant of $2,485,000 was received from the Ford Foundation, of which $102,800 was designated for specific projects and staff in the OVT operation.

In one of the comprehensive high schools, adjudged representative of the city-wide vocational program operating in the inner-city, low income area and serving disadvantaged Negro youth, the total enrollment for the 1967-68 school year was 855 students from grades 9 through 12. 182 students (average age of 15) were enrolled in grade 9, 207 (average age of 16) were enrolled in grade 10. 299 (average age of 17) were enrolled in grade 11, and 167 students (average age of 18) were enrolled in grade 12. The average academic retardation for these students was one year. About 95% of the enrollees were Negro. One out of five of them came from families whose annual income was less than $3,000 a year. The primary occupation of the parents of the students was blue collar. Most students fell in the I.Q. range of 75 to 90, but all intelligence ranges were represented. Many came from broken homes or from homes which were emotionally, economically, or culturally disadvantaged and inadequate. The behavioral patterns commonly found among inner-city Negro slum dwellers were apparent: truancy, delinquency, hostility, alienation, etc.

The program for the typical student completing the total vocational curriculum is to have exploratory career information presented to him during the middle-school years, and then to be enrolled in industrial arts, business education, or home economics courses during the ninth and tenth years. Upon entry to the eleventh grade, and after a period of testing and counseling, the student is encouraged to select a broad industrial classification, with skill training available at progressively higher levels of the occupational, vocational, technical, or post-high school programs. The occupational programs are designed to be two years in length and to achieve two objectives. They serve as educational entry programs, where student interest can be advanced, motivation instilled, confidence gained, and aspiration levels raised both vocationally and academically. At the same time, the occupational programs serve as skill development programs, in semi-skilled and service areas where the education is not as demanding as in vocational or other academic areas. Vertical scheduling enables students to move to more advanced or to different experiences as they become interested and ready.

A general education phase accompanies the skill training in the occupational program. Reading classes using unconventional materials are used to capture the students' attention. Students are encouraged to read whatever interests them. This reading class, as well as the remainder of the school day after three periods of skill training experience, is devoted to improving dormant academic abilities of the student. This program continues on a half-day basis when a cooperative work experience is begun.

The general model for the vocational-technical education of disadvantaged students appears promising. Unlike many other inner-city schools with a black student body, quality mass education is attempted here, with the same program offerings as at all of the other secondary schools in the city. This school should certainly not be characterized as a dumping ground for disadvantaged pupils. Instead it offers educational opportunities to a large number of the disadvantaged who are willing to make minimal adjustments and effort. It appears, however, that for the truly disadvantaged and alienated student not a great deal is being done to retain or reclaim him. The dropout rate is quite high for the four years of this secondary school program. In recent years, the dropout rate has been more than twice that for the school system generally, i.e., 20% as compared with 8.5%. The OVT program in the eleventh and twelfth grades has contributed to the holding power of the school. The dropout rate for those seniors enrolled in the school's OVT program during the 1967-68 school year was 4.4% or about half that of the dropout rate for the city's school system.

The school day has been extended to permit more flexible scheduling and also to permit an OVT enrollee to pursue an academic objective at the same time that he is acquiring a vocational skill.

Oakland, California

The purpose of the project is to equip disadvantaged central city youth with vocational skills and attitudes that would enable them to qualify for jobs upon graduation. Participation in the two-year program is restricted to eleventh and twelfth grade students. School performance of these students had been characterized as poor, although their intelligence was average.

A unique feature of the program lies in its efforts to end fragmentation of subject matter. Lessons are not separated into such courses as science, math, English, and shop but combined to make them reflect the practical aspects of working at one's job. This approach has been instrumental in increasing students' learning motivation.

The program has been developed through the introduction of educators, school officials, and the business community. Some of its ideas were gleaned from carefully designed research. Others represent common sense applications of practical know-how. Teachers are learning how to juggle subject matter as part of a mutual effort to create a flexible educational system geared to meet the needs of various backgrounds, ability levels, and the fluctuating demands of business and industry. The curriculum has remained fluid. In this connection, curriculum teams have been established, composed of representatives from education and industry, to evaluate the program. Both teachers and counselors have been going out into industry to secure jobs for graduating students and doing it successfully.

There has been established the most intensive long-range, follow-up program in American vocational history to determine whether vocational training, social environment, and personal characteristics have a positive influence upon the employment success of the individual graduate. (Success here is defined as sustained employment for one year following graduation.)

Participating instructors and counselors are part of the regular school staff. They are carefully selected and trained for working in the program. The instructors do everything in their power to maintain student interest and to relate subject matter to student vocational goals. In this effort, they have been very successful. The counselors are trained to be active in obtaining jobs for students and teaching students how to apply for a job and take a job placement test.

The follow-up studies have also been supported by the State Department of Vocational Education under the Vocational Education Act of 1963. Additional funding has been provided since February 1966, by the State Bureau of Pupil Personnel Services under Title V-A of the National Defense Education Act The Ford Foundation granted partial matching funds to assist the project. Vocational Education Act funds were provided by the State Department of Vocational Education, but as yet no other source of matching monies has been found.

This program has contributed to the development of a close working relationship between industry, the school, and the community. This relationship has been profitable to all three.

Compton, California

Cooperative vocational education programming for the disadvantaged was introduced in this metropolitan area in 1966. In the course of program development, however, it was realized skill training alone would not meet the most critical needs of the disadvantaged students. The high degree of emotional and cultural deprivation among a high percentage of the students made psychological and social rehabilitaion the fundamental goal of the program. In addition to skill training, this vocational education program was used as a vehicle to meet these other needs which, unless met, would render the skill and academic training ineffectual.

The curricula in the three high schools are weighted heavily toward employment and employability training. Of a total of 6,400 students in the last school year, 1,600 were in vocational or industrial arts programs. It is expected that over 2,000 students will be enrolled in these programs in the coming year. Another factor contributing to the weighting of the curricula toward employment related subjects is the requirement that the students need to work to remain in school and to help support their families. About 70% of the boys and nearly 50% of the girls in these schools need jobs, but are unemployed. The program offers training and work experience in a great number of vocational areas, the most innovative of which appear to be the food services, distributive education, and the para-medical vocations. The most unique aspect of the curriculum is found in the food services section which also touches on distributive education. One of the schools operates a complete food service facility managed by the students. In it are contained a restaurant, kitchen, and cafeteria, with their own purchasing and accounting departments. Office duties are performed by students from the office skills program, students in distributive education handle the business aspects of their field, and students from other specialized courses participate where appropriate.

The staffing of the program reflects several unusual aspects. There are team teaching-counselor teams of two persons, one male and one female, who have experience in business, vocational education, and personnel administration. Four such teams exist for an average of 120 students. The work experience positions of the para-medical courses are taught primarily in hospitals by certified hospital personnel.

This a prime example of vocational training of a so-called "special needs" group in a regular program, the philosophy being that everybody has special needs that can be met in a regular program. The development of academic curricula that have relevance to several vocational fields reflects an ability to "make do" with few teachers and large classes in the face of great demand for such academic courses. Many students outside the program also elect these courses.

Minneapolis, Minnesota

The Work Opportunity Center has, since September 1966, attempted to serve the specialized needs of students who find it difficult to succeed in the established secondary programs. The announced purpose of the program is to provide whatever service a youth between the ages of 16 and 21 may need to become self-reliant in the community. These services include vocational training, vocational guidance and counseling, work experience, testing, work attitude orientation, basic education, job development, placement, and follow-up. The program is supported by a variety of outreach services in cooperation with indigenous advisory groups, the Department of Welfare, the courts, the public school system, and other agencies.

As originally designed, the program emphasizes individual service and short-term results while experimenting with certain adjustments in the more traditional practices in secondary education in order to attract and retain hard-core youth. Accordingly, the facility is located in a "non-school" type building in the center of the depressed area. The program is non-graded, emphasis is placed on success of the individual, there is an open attitude toward dress and behavior, hours are flexible, and non-attendance is tolerated as well as treated.

Attempt is made to relate skill training and on-the-job experience to the job market. Therefore, this part of the curriculum is flexible with courses in specialized skills added or dropped as the situation demands. The Center is open to any city youth who is not enrolled in high school. Again, since the program is tailored to individual needs and rate of progress, enrollment varies between 250 and 300 students. Between 12 and 18 students enter the Center each week, and an estimated 1,000 students are served by the Center during a 12 month period.

In this climate, it is difficult to differentiate between curriculum and a service, since the problematic nature of the enrollees makes the two interrelated. In general, course work can be divided between some 20

skill training categories or vocations, developmental work in reading, arithmetic, communication skills, social studies, individualized academic courses, and follow-through training services. There is an increased emphasis on events and involvement in activities outside the classroom, including field trips to plays and exhibits, restaurants, and working environments. In several skill training areas, an incentive system has been developed utilizing rating sheets, awards of merit, point systems, etc.

The vocations for which skill training is offered at the Center are in line with the needs of the local job market, yet they reflect the limited opportunities that the community is willing to provide the enrollees.

The program serves dropouts, since one must be a dropout to qualify for enrollment, a high percentage of whom are economically disadvantaged and have special problems.

South Brunswick, New Jersey

This project, located in a suburban community on the northeast coast, represents an effort to encourage dropouts and potential dropouts to prepare for high school equivalency and employment with the aid of intensive counseling. Dropouts are actively sought for enrollment with the assistance of school counselors, but, as it worked out, enrollment consisted predominantly of those classified as "potential dropouts." Enrollment varies from 30 to 60 students at a given time. Classes are conducted after regular school hours. Since this program is an adjunct of the regular school curriculum, admission is voluntary and a regular high school program is offered in addition to a certificate of completion.

When the school opened in September 1967, 400 potential enrollees were identified, 200 of whom were contacted. Of these, 132, were interviewed and 94 attended one or more class sessions. Job placement services are provided. Those interested primarily in immediate employment are referred to the State Employment Service, the Division of Vocational Rehabilitation, and the Veterans Administration.

Since this program borders on being a highly personalized, tutorial arm of an established vocational school, it again proves the effectiveness of close personal services in dealing with the problems of potential dropouts and disadvantaged youth. The program is carried out with dedication and achieved results, perhaps because the informal situation and low student/teacher ratio gives the faculty an opportunity to perform under ideal circumstances.

Vocational classes are conducted in auto mechanics, data processing, typing, shorthand, electricity, graphic arts, and woodworking.

Lockhart, Texas

In 1964, the Vocational Division of the State Education Agency initiated a state-wide "Occupational Training Program" for in-school youth unable to succeed in the regular education program. The program was designed to meet the needs of the students who were not sufficiently retarded to qualify them for vocational rehabilitation, but who were not succeeding in the regular program.

To the maximum extent possible, the academic teaching is related to current topics in shop and home economics courses and to the world of work in general. For example, in English, students learn grammar through writing job application letters. Their vocabulary is expanded by learning words related to mechanics or home economics. The math curriculum includes weights and measures, income management, banking, and taxes. Since the curriculum is ungraded, students progress at their own rate.

A work orientation program at the junior high level has two distinct advantages over a high school vocational program. It can be used to improve the achievements and attitudes of students "in time." By the time they become juniors or seniors in high school, time is running short. The vocational aspects are less costly. A junior high vocational program, not aiming to prepare students for immediate employment, need not place emphasis on the attainment of a skill and therefore does not need shops equipped with the latest tools and machinery. Yet the vocational training at the junior high level can still be used to teach academics, instill good work habits, and give students a feeling of accomplishment, no matter what the quality of equipment used.

The key to success of the program is the attempt of the staff to make sure that the program interests the students, and that the students feel they are making progress. This has partially been accomplished by a few simple "gimmicks," such as giving students the privilege of having a duty to perform in the school, posting charts showing each student's progress, and replacing textbooks with the daily newspaper. It has also been accomplished because the staff carefully follows the progress of the students. The schedule and curriculum designed by the staff are flexible enough to give each student the help he needs in areas where he is

weak. Students are given some exposure to occupational areas in addition to mechanics and vocational home economics, by reading the newspaper and other occupational information materials.

Vienna, Ohio (Mahoning Valley)

This program was initiated during the summer of 1964 as the only residential MDTA training center for disadvantaged youth in this midwestern state. Its purpose is to train unemployed or underemployed males 16 to 21 years of age from inner-city environments in one of 17 trades and in attitudes that would allow them to compete successfully in the labor market. The program utilizes a residential training school in a rural setting away from the pressures of a ghetto. In addition to furnishing the students with basic education and vocational training, the school provides medical care, spending money, and positive social and attitudinal indoctrination through counseling.

The staff consists of 23 vocational instructors, 19 basic education instructors, eight pupil personnel specialists and supportive personnel. The supportive staff includes five counselors, a psychologist, a social worker, five members of the state employment service, two members of the Bureau of Vocational Rehabilitation, doctors and nurses. In addition, there are 56 persons who operate housing, food and recreational services.

Instruction is offered in 17 vocational areas which have been identified by the State Employment Service as having current and future employment potential. A total of 24 sections of vocational training are offered daily from 7:00 a.m. until midnight. Basic and remedial academic education is also given to those lacking in academic skills. Instruction is geared as much as possible to individual needs. Average class size is 20. Courses are upgraded so that students may progress at their own rate. The faculty is given maximum freedom to develop the curriculum and teach as flexibly and innovatively as possible. Team teaching and simultaneous instruction (where the basic education teacher gives math or reading instruction in conjunction with the teaching of a skill in the shop area) are two devices being used.

The instruction cost of the program is borne by federal funds provided under the Manpower Development and Training Act. A philanthropist donated $250,000 to provide for the cost of residential and recreational facilities. This aspect of the program is administered by a private non-profit corporation. Several state government agencies are cooperating on the day-to-day operation: the State Division of Vocational Education, the State Youth Commission, the State Employment Service, and the Bureau of Vocational Rehabilitation. The latter two have full-time staff people assigned to the school. The key personnel in the school's administration are the director, the supervisor of vocational education, and the basic education supervisor.

The program has been quite successful in providing inner-city young males with employable vocational skills. Since it is funded under MDTA, federal law requires maintenance of follow-up records of graduates' post-training employment experience. These show that about 85% are able to find work and that 70% get jobs in the field in which they are trained.

Florence, South Carolina

This is a vocational program for adults with a pattern of development similar to that of many other agricultural areas. As the need for manual farm labor continues to decrease, there is an increasing demand for vocational education in related fields where there are job openings here and elsewhere. The center has offered an increasingly broad array of vocational subjects in line with the demands of the job market.

The academic curriculum is based on minimum state requirements, but the vocational choice is quite broad. The advanced courses are at the junior college level. Courses include the full range of business occupations, including general business, business law, salesmanship, office practice, office machinery, shorthand, and typing. The most popular courses are in agriculture; enrollment is at 110 in farm production, farm mechanics, horticulture. The three courses in home economics have an enrollment of 102. Other major courses are Distributive Education, 17; Air Conditioning, 32; Auto Body Repair, 28; Carpentry, 23; Cosmetology, 26; and Drafting, 14.

The program has developed a close working relationship between industry, the institution, and the community. An effective public relations program keeps the center, its work, and its accomplishments in the public eye. The staff and faculty maintain close personal contact with industry and agriculture to assure the continuing relevance of the course work to employer needs. The services and advice of civic organizations and the local Chamber of Commerce are enlisted.

Quincy, Illinois

This program is of broad scope with strong community involvement, including effective use of university resources. The program is a system-wide effort that crosses school and grade lines to identify potential dropouts at a relatively early age and enrolls them in a series of pre-vocational and vocational classes through completion of high school.

It was organized by the school district on the advice of a special community commission which was formed in 1962 in response to citizen alarm over the local school dropout rate. About 7% of the combined student body of the junior and senior high schools are enrolled in the 25 special courses under the program. Three senior high school classes are involved in actual work training. The academic courses at all levels are oriented toward the world of work and functional employment.

The resources of a nearby university were used to conduct an exhaustive study of the dropout problem and its causes. These were identified as an integral part of program development. Since the primary goal of the program is retention of the student through completion of high school, placement activity is not significant.

The community and administrative environment in which the program operates is conducive to innovation and achievement. The home visitation required of instructors gives the insight into the needs of their students that would not emerge in the classroom environment.

APPENDIX B

SELECTED EXCERPTS FROM THE REGULATIONS FOR STATE PLAN PROGRAMS, UNDER VOCATIONAL EDUCATION AMENDMENTS OF 1968 (APRIL, 1969)

§ 102.6 Vocational education for disadvantaged or handicapped persons.

(a) Vocational education for disadvantaged or handicapped persons supported with funds under section 102(a) or (b) of the Act shall include special educational programs and services designed to enable disadvantaged or handicapped persons to achieve vocational education objectives that would otherwise be beyond their reach as a result of their handicapping condition. These programs and services may take the form of modifications of regular programs, special educational services which are supplementary to regular programs, or special vocational education programs designed only for disadvantaged or handicapped persons. Examples of such special educational programs and services include the following: special instructional programs or pre-vocational orientation programs where necessary, remedial instruction, guidance, counseling and testing services, employability skills training, communications skills training, special transportation facilities and services, special educational equipment, services, and devices, and reader and interpreter services.

(b) Funds available for vocational education for disadvantaged or handicapped persons may not be used to provide food, lodging, medical and dental services and other services which may be necessary for students enrolled in such programs but which are not directly related to the provision of vocational education to such students. However, the State board or local educational agency conducting such programs shall encourage the provision of such services through arrangements with other agencies responsible for such services.

(c) To the extent feasible, disadvantaged or handicapped persons shall be enrolled in vocational education designed for persons without their handicapping condition. Educational services required to enable them to benefit from such programs may take the form of modifications of such programs or of supplementary special educational services. In either case, funds available for vocational education for disadvantaged or handicapped persons may be used to pay that part of such additional cost of the program modifications or supplementary special educational services as is reasonably attributable to disadvantaged or handicapped persons.

(d) If certain disadvantaged or handicapped persons cannot benefit from regular vocational education programs to any extent, even with modifications thereto or with the provision of supplementary special educational services, then these persons shall be provided with special programs of vocational instruction which meet the standards and requirements of regular vocational education programs set forth in §102.4

and which, in addition, include such special instructional devices and techniques and such supplementary special educational services as are necessary to enable those persons to achieve their vocational objective. In these cases, funds available for vocational education for the disadvantaged or the handicapped may be used to pay that part of the total cost of the instructional program and supplementary special educational services that are reasonably attributable to the vocational education of disadvantaged or handicapped persons.

(e) Vocational education programs and services for disadvantaged or handicapped persons shall be planned, developed, established, administered, and evaluated by State boards and local educational agencies in consultation with advisory committees which include representatives of such persons in cooperation with other public or private agencies, organizations, and institutions having responsibility for the education of disadvantaged or handicapped persons in the area or community served by such programs or services, such as community agencies, vocational rehabilitation agencies, special education departments of State and local educational agencies, and other agencies, organizations, and institutions, public or private, concerned with the problems of such persons.

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§102.35 State administration and leadership.

(a) *Adequate State board staff.* The State board shall provide for a State staff sufficiently qualified by education and experience and in sufficient numbers to enable the State board to plan, develop, administer, supervise, and evaluate vocational education programs, services, and activities under the State plan to the extent necessary to assure quality in all education programs which are realistic in terms of actual or anticipated employment opportunities and suited to the needs, interests, and abilities of those being trained. Particular consideration shall be given to staff qualifications for leadership in programs, services, and activities for disadvantaged persons, handicapped persons, depressed areas, research and training, exemplary programs and projects, residential vocational schools, consumer and homemaking, cooperative vocational education, curriculum development, and work-study.

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§102.40

(c) *With other agencies, organizations, and institutions.* The State plan shall provide that in the development of vocational education programs, services, and activities there may be, in addition to the cooperative arrangements referred to in subsections (a) and (b), cooperative arrangements with other agencies, organizations, and institutions concerned with manpower needs and job opportunites, such as institutions of higher education, model city, business, labor, and community action organizations. Copies of agreements between the State board and other agencies, organizations, and institutions, providing for such arrangements described herein shall be submitted when executed by the State board for filing with the State plan.

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§102.59

(1) *Vocational education for disadvantaged persons.* At least 15 percent of the total allotment for any fiscal year to a State of funds appropriated under section 102(a) of the Act, or 25 percent of that portion of the State's allotment which is in excess of its base allotment, whichever is greater, shall be used only for vocational education for disadvantaged persons.

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(c) *Waiver of percentage requirements.* The percentage requirements in subparagraph (1) . . . may be waived for any State by the Commissioner for any fiscal year upon his finding that the requirements impose a hardship or are impractical in their application with respect to that State. Such a finding will be made only upon the request of the State submitted through its State board as a part of its annual program plan or amendment thereto.

(d) *Vocational education meeting more than one percentage requirement.* If an expenditure for vocational education falls within more than one of the categories for which there is a percentage requirement, the total amount of the expenditure may be counted as an expenditure for vocational

education in one of the categories, or prorated to each of the categories in any manner which the State board deems reasonable and proper so long as the aggregate amount prorated to the categories in which the expenditure falls does not exceed the total amount of the expenditure.

APPENDIX C

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